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ABSTRACT

This two-part report represents the results of an effort by the Illinois Community College Board (ICCB) to identify the major planning issues that are likely to face the community colleges in the 1980's. Part I describes two needs assessment surveys. The first survey asked administrators, faculty, students, trustees, ICCB members and staff, and State Advisory Council on Adult, Vocational, and Technical Education (SACVE) members to state briefly and simply what they felt were the most crucial problems community colleges face in the 1980's. The second survey was designed to prioritize the issues identified most often by the first survey's 78 respondents. Second-survey questionnaires were sent to 300 presidents, students, faculty, trustees, SACVE members, and ICCB members and staff asking them to rate 35 financial, student, faculty and staff, program, energy, and public relations issues as "urgent," "essential," or "desirable," and to indicate which agency should have primary responsibility for addressing the issue. Part II of the report reviews the literature related to community college planning, focusing on the declining number of traditional college-age students, stabilizing or declining financial resources, the changing community college mission, the need for planning, and the planning process. (AYC)

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A REPORT ON THE IDENTIFICATION OF

PLANNING ISSUES FOR THE COMMUNITY COLLEGES

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A REPORT ON THE IDENTIFICATION OF PLANNING ISSUES FOR THE COMMUNITY COLLEGES

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A REPORT ON THE IDENTIFICATION OF PLANNING ISSUES FOR THE COMMUNITY COLLEGES

Introduction

As a result of the major planning effort initiated by the Illinois Community College Board (ICCB) for the 1980's, the ICCB staff has been engaged in an extensive effort to identify the major planning issues which are likely to face the community colleges in the 1980's. This effort is just one step of the "Planning for the 1980's" project at the ICCB.

The ICCB staff utilized two needs assessment surveys to identify major issues facing Illinois community colleges in the 1980's as perceived by community college personnel. The first survey was an open-ended questionnaire to identify what community college personnel considered to be the crucial issues facing the colleges in the 1980's. The second survey was designed to prioritize the issues which were identified most often on the first survey. A summary of these surveys is included in Section I of this report.

The ICCB staff also reviewed the relevant community college literature in an attempt to identify planning issues for the 1980's which are likely to affect all community colleges throughout the nation. A summary of this review of the literature is contained in Section II of this report.

The information obtained from the needs assessment survey and the literature review was used to supplement and support the identification and understanding of the issues and problems that will require policy changes and decisions at the state level in the coming decade. This information also assisted the ICCB staff in working with the ICCB Planning Advisory Committee in developing goals for the 1980's which address the crucial planning issues confronting the community college system. The next stage in the planning efforts of the ICCB will be the development of strategies for implementing these goals. Finally, the planning process will involve an evaluation of the progress toward achieving each goal as well as a review of the relevency of each goal in terms of changing situations.

This report is being disseminated to the community colleges of Illinois for their use in addressing the major issues of the 1980's at the local college level. A number of community colleges in Illinois have initiated long-term planning activities at the local level during the past few years. We would encourage other community colleges to also consider the initiation of district-wide planning activities to address some of the major issues which will be confronting the community colleges in the 1980's.

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SECTION I

REPORT OF THE TWO ICCB SURVEYS TO IDENTIFY AND PRIORITIZE THE MAJOR PLANNING ISSUES OF ILLINOIS COMMUNITY COLLEGES IN THE 1980'S

As a result of the decision by the Illinois Community College Board (ICCB) to emphasize planning, a comprehensive needs assessment study of the community college system was conducted to determine the major problems that will confront the community colleges in the 1980's and to determine where the ICCB might be able to provide planning and coordinating services to the colleges.

The needs assessment study was accomplished in two phases. The first phase identified the crucial issues. The second phase prioritized the issues that had been identified and determined the role of the ICCB in addressing such issues.

Summary Report of a Survey to Identify the Crucial Issues Facing Illinois Community Colleges in the 1980's

The first phase of the needs assessment study was conducted in March of 1980. Surveys were distributed to administrators, faculty, students, trustees, ICCB members and staff, and State Advisory Council on Adult, Vocational and Technical Education (SACVE) members. The survey was entirely open-ended and requested that respondents state simply and briefly what they felt were the most crucial problems community colleges would face in the 1980's.

Table 1 is a tabulation of the 79 responses that were returned and analyzed. While the responses were as varied as the characteristics of the respondents, several major problem areas emerged. Table 2, "Crucial Issues Facing Illinois Public Community Colleges in the 1980's," lists the six major categories of issues that were most often identified as well as the related sub-categories.

The most often repeated theme was that of finance. The identification of problems related to an equitable funding formula, local tax restrictions, and limited state resources is no surprise. There is concern over the general condition of the economy and the ability of community colleges to keep up with double digit inflation. How will funds be provided for needed new programs, services, and innovative instruction when annual increases in funds fall short of inflationary increases? More competition for inflated dollars will place additional strain on capital funds in the effort to complete core facilities and refurbish maturing campuses. Determining proper tuition levels and coordinating a statewide effort to secure federal funds emerge as planning issues as inflation continues to impact on operating expenses.

Planning issues involving faculty and students were identified almost as often as financial issues. The growth of community college enrollments has reached a hiatus. Declining or stabilized enrollments are predicted for the future of education. As the 18-24 year olds decrease in numbers, the community colleges will focus on the new student--the adult learner, the elderly, and the displaced housewife. The need to adequately serve the traditional full-time student continues to be a planning issue but is extended to the non-traditional part-time student in the 80's. The questions to be answered are "Who is the student?," "Where is the student?," and "What are the students' needs?"

Of particular concern to students is the provision of adequate career and educational counseling and financial assistance for the part-time student. Other concerns focus on establishing appropriate grievance procedures, job placement services, and day care centers.

Respondents see a need for new marketing techniques as competition for a smaller number of potential students becomes keener. Thus, marketing, which includes the identification of the educational needs of potential students as well as modifications in the colleges' programs and services to meet these needs, is identified as an important issue for the next decade. Retaining students in programs until their educational objectives are achieved is a related issue which has also been identified.

As enrollments stabilize or decline and clientele change, faculty requirements will also change. A difficult problem will be reducing or retraining faculty and staff in order to maintain vitality. Inflation creeps into almost all issues and its effect on faculty is noted. How will the demands of organized faculty be met in the face of limited resources? There is concern that the move toward collective bargaining may result in inflexible budgets because of fixed personnel costs. How will faculty development be financed if resources are limited? What effect will state and local laws concerning tenure and collective bargaining have on faculty? What impact will inflation have on hiring considerations for part-time and full-time faculty?

Program development to keep pace with rapidly expanding knowledge and technology, as well as program review and evaluation, are identified as important issues particularly when they are linked to the changing student population, faculty retraining, and limited resource issues. There is concern that the liberal arts program may not be able to survive the 80's given the increased competition from four-year institutions for people in these programs. How vital is its survival to the transfer program and the quality of education in the community colleges? With the dimension of "change" added to programs, the issue of flexibility in implementing new courses and programs which allows the college to respond to the needs of its students and the demands of advancing knowledge arises.

Related to programs is the instructional delivery system. The responses indicate a need to plan for the future by looking at all possible alternative delivery systems, from telecommunications to flexible scheduling. Underpinning this issue is the broader issue of access, i.e., extending access to a greater number of individuals through alternate delivery systems.

The limited supply of nonrenewable energy and its spiraling costs during the 1980's is an issue that permeates many issues. How will fuel costs and fuel availability affect commuter students, college operating costs, and faculty? In turn, how will energy's impact on all of these affect student access?

Diminishing energy sources also has implications for the educational program. There is a need to plan for the future by offering information and instruction relevant to energy conservation and the responsible development of alternate energy sources.

The final issue to be identified was that of public relations. In general, the concern here was to improve the image of the community college. Proper communication with the public and governmental officials would aid in this image-building. Another matter to be addressed is that of effectively serving and cooperating with local and state agencies, business, and industry to develop programs and train people in an effort to better serve the community and the state.

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TABLE 1

TABULATION OF THE ISSUES IDENTIFIED AS
CRUCIAL FOR THE 80'S
(Numbers indicate how many times the issue appeared in survey responses)

Identification of the Student of the 80's (4)

- Non-traditional student (4)
  - adult learner (14)
  - part-time student (9)
- Special needs student
  - handicapped (3)
  - disadvantaged (4)
  - non-high school graduate
- Meeting the needs of the student (15)

Declining Enrollments (21)

- Competition for students (5)
- Define the turf of post-secondary education (4)
- Marketing (3)
- Retention (3)
- Reach those not enrolled in community colleges
- Special funds (rewards) for exemplary programs aimed at improving achievement and retention

FINANCES

- Limited resources
- Adequate funding (12)
- Local tax restrictions (10)
- Limited state funds (3)
- Funding formula revisions (7)
- Capital funding (14)
  - complete campuses
  - remodel and update maturing campuses
- Reimbursement (3)
- Corporate and private gifts
- Rising tuition (4)
- Additional funds needed to meet expenditures necessitated by state and federal government imposed standards (e.g., handicapped and disadvantaged)
- Increased competition for funds (2)
- Industrial financing for special funds
- Additional funds for remedial and tutorial programs
- Reduced student control of student funds
- Approve more variable credit courses for baccalaureate area
- Adequate funding for continuing education program
- Funding continuity to permit multi-year planning at district level
- Recognizing qualifying "Equalization Districts" on multi-year (4-6) basis
- Specific criteria for state aid claim verification
- Resources to support post-secondary needs
- More direct involvement in securing federal funds and coordination of statewide effort (2)

TABLE 1 (Continued)

STUDENT NEEDS/SERVICES

- Day care centers (6)
- Quality of campus life to commuter student
- Marketing the graduate - job placement (3)
- On-campus jobs
- Tutorial services
- Peer counseling (2)
- Security
- Grievance procedures (4)
- Uniform grading policy (3)
- Better course outlines (7)
- Faculty evaluation feedback (2)
- Student information system
- Revised registration policies
- Standardized admission policies
- Autonomy for student governments
- Student services for (2)
    - drop-outs
    - teen parents
    - public aid recipients
    - displaced homemakers
- Financial aid for part-time students (7)
- Financial aid reductions (9)
- Part-time student need faculty available evenings and weekends (6)
- Access
    - times and locations of classes
    - evening classes
- Counseling (6)
    - financial aid
    - non-traditional student
- Counseling guidelines (8)
- Study and identify criteria for disadvantaged students

FACULTY

- Faculty union impact (5)
- Part-time vs. full-time faculty (4)
- Faculty development (8)
- Faculty accountability (ability testing)
- Collective bargaining (2)
- Loss of "elite" educators (2)
- Maturing faculty
- Hire skilled craftsmen as shop teachers
- Shift to new modes of instruction
- State financial assistance to employ faculty for certain programs (D.P., electronics, etc.)
- Increased faculty productivity
- Impact of inflation on salaries
- Cooperative effort of education and industry
- More input from industry in training
- Reduction in force

TABLE 1 (Continued)

PROGRAMS

- Adult education (4)
- Elderly
- Quality of remedial and developmental courses and programs
- Disadvantaged student programs
- Program review and evaluation (3)
- Outreach programs
- Programs for rural areas
- Technological advances require updating programs (7)
- Reduce program duplication
- Basic skills training (3)
- Meaningful skill development program
- Programs to work on attitudes, desires and incentives of people
- Salesmanship skills - marketing and management
- Continuing education emphasis
- Balance between academic endeavors and intellectual pursuits with the vocational thrust market
- Support to increase student interest in General Studies
- Programs for high school seniors
- Tracking and guidance programs for bright primary children
- Lack of support for liberal arts with vocational education
- Remedial and tutorial programs
- Adult basic education decisions
- Programs related to new and alternate sources of energy
- Flexibility in implementing and introducing new programs (5)
- Respond to changing educational needs

ENERGY (2)

- Cost and efficiency (15)
- Conservation and planning (4)
- Cost of gasoline and effect on commuter student and faculty (4)
- Alternate energy sources

ENERGY AS IT RELATES TO

- 4 day vs. 6 or 7 day week (5)
- Will 4 day week limit access
- Mass transit (5)
- Housing to reduce transportation costs (4)
- Carpool incentives
- Delivery systems (4)
    - extension programs (5)
    - intensive compact training
    - decentralized instruction (3)
    - cable TV and electronics (4)
    - telecommunications
- On-tne-job training
- Computer aided instruction
- Flexible scheduling (3)
- Space allocation - "stuffed" at night, empty during day

TABLE 1 (Continued)

SCHOOL NEEDS/ROLE

- Funds for pool of consultants and specialists for specialized assistance in marketing, planning, and staff development
- Maintain local autonomy (11)
- Work with school districts
- Cooperative effort with law enforcement, public health, business and industry to develop programs and train people (6)
- Central registry of non-credit, community based courses - management information
- Strong administrative support for support services
- Direct access to ICCB files - to update and correct data
- Adequate facilities
- Quality

CHANGING VIEW OF EDUCATION

- "Purpose of education" review
- Maintaining the role of an educational brokerage amid social-agency demands of society with increasing numbers of welfare programs
- Examine "values" education
- Values clarification

ICCB ROLE

- Planning not rule-making Board (2)
- More resources in planning
- Advocacy program (3)
- Long-range planning
  - operating budget needs
  - enrollments
  - program needs
  - capital budget needs
- Keep public informed of planning activities (3)
- Reduce "paper stream"
- Improve image and have greater impact with community college campus, IBHE, and Legislature (3)
- Strong philosophical and financial commitment to community services - change view of this as a low-priority
- Program review - no course review (4)
- ICCB, IBHE, and SBE - decrease their effort to regulate when they should coordinate
- Policies - evaluate and develop ICCB reporting requirements
- More timely and systematic codification of ICCB policies and procedures
- Uniformity in statewide planning
- Cost/benefit analysis of all state regulations and guidelines

QUALITY OF EDUCATION (3)

- Quality vs. open door policy (6)
- Maintain standards for transfer students yet maintain access for non-transfer students
- Maintain high standards of course materials
- Student mix vs. quality product
- Lack of support for liberal arts (2)
- Improve quality of education
- Improve image of community college
- Better teaching methodologies for urban students

TABLE 1 (Continued)

ARTICULATION (7)

INFLATION (18)

OTHER

- Elimination of all non-district territory (2)
- Loss of business in state
- More theatrical involvement from college administrators
- Survival

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TABLE 2

CRUCIAL ISSUES FACING
ILLINOIS PUBLIC COMMUNITY COLLEGES
IN THE 80'S

FINANCIAL ISSUES

- limitations on state resources
- limitations on local resources
- determining proper tuition levels
- adequacy of state support for traditional and non-traditional programs
- adequacy of state capital funding:
  - to complete basic core facilities
  - to remodel and renovate maturing campuses

STUDENT ISSUES

- stable or declining enrollments - impetus for:
  - recruitment and competition
  - expanding the "market," e.g., adult learner, elderly, etc.
- adequacy of student services for part-time and full-time students
  - counseling and advising - financial, educational and career
  - grievance procedures
  - job placement
- adequacy of financial assistance for part-time and full-time students

FACULTY AND STAFF ISSUES

- faculty and staff development
- faculty organization (unionization)
  - local concerns
  - state and/or federal laws, e.g., tenure, collective bargaining
- part-time vs. full-time hiring considerations
- need to retrain and/or reduce staff to maintain vitality (necessitated by changing enrollments)

PROGRAM ISSUES

- assessing and meeting student/community needs
- keeping pace with rapidly expanding knowledge and technological advancements
- flexibility in implementing new courses and programs
- program review and evaluation at state level
- maintaining comprehensive program offerings that include transfer/liberal arts programs
- improving program quality
- establishing the role of community colleges in remedial and developmental programs
- improving access through alternate delivery systems
- improvement of articulation with 4-year institutions

TABLE 2 (Continued)

ENERGY ISSUES

- the effect of fuel costs and fuel shortages on:
  - the commuter student
  - college operations
- expansion of public service and instructional offerings relating to energy conservation and alternative sources

PUBLIC RELATIONS ISSUES

- improving the image of the community college
- communicating properly with governmental officials and the public
- effectively serving and cooperating with local and state agencies, business and others to develop programs and train people

Summary Report of Survey to Determine the Priority of Planning Issues and the Role of the ICCB in Addressing Such Issues

The second phase of the needs analysis survey was conducted in May of 1980. It asked respondents to prioritize the issues identified in the March survey and to indicate who they felt should have the primary responsibility in addressing these issues.

Three-hundred surveys were sent to presidents, students, faculty, trustees, SACVE members, ICCB members, and ICCB staff. One hundred-thirteen responses were tabulated and recorded, a 33% response rate. Table 3 shows the group response rates and totals.

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TABLE 3

GROUP RESPONSE RATES AND TOTALS

Groups Surveyed	Total Surveyed	Total Responding	% Responding
Presidents	54	33	61%
Trustees	39	11	22
Faculty	100	36	36
Students	100	16	16
SACVE Members	31	8	26
ICCB Members	9	2	22
ICCB Staff	15	7	47
TOTAL	348	113	33%

The six major categories of issues formed the basis for the 31 related subcategories of issues that respondents prioritized as URGENT, ESSENTIAL, or DESIRABLE. The issues and the percent of respondents indicating priority are listed in Table 4 on the next page.

In addition to prioritizing the issues, respondents were asked to indicate who they thought should have the primary responsibility for addressing the issues: the ICCB, the ICCB and the local college, the local college, or other (agency). See Table 4 for these results.

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TABLE 4

PERCENT OF RESPONDENTS INDICATING PRIORITY & RESPONSIBILITY

FACULTY AND STAFF ISSUES	URGENT--Needs to be Addressed Immediately	ESSENTIAL--Needs to be Addressed as soon as Possible	DESIRABLE--Needs to be Addressed When Resources are Avail.	ICCB	ICCB & Local College	Local College	Other
	PERCENT OF THOSE RESPONDING						
1. Faculty and staff development to maintain vitality	24	52	24	2	38	60	0
2. Faculty organization (unionization) - local concerns	10	34	56	0	24	71	5
3. State and/or federal laws, e.g., tenure, collective bargaining	25	35	40	12.5	69	12.5	6
4. Part-time vs. full-time hiring considerations	14	37	49	8	23	67	2
5. Need to retrain and/or reduce staff - necessitated by changing enrollments	23	33	44	4	25	70	1
PROGRAM ISSUES							
6. Assessing and meeting student and community needs	39	45	16	2	34	64	0
7. Keeping pace with rapidly expanding knowledge and technological advancements	34	52	14	7	57	36	0
8. Flexibility in implementing new courses and programs	38	48	14	26	52	22	0
9. Program review and evaluation at state level	12	45	43	41	54	4	1
10. Maintaining comprehensive program offerings that include transfer/liberal arts program	27	49	24	6	53	41	0
11. Improving program quality	31	48	21	3	38	59	0
12. Establishing the role of community college in remedial and developmental programs	42	40	18	11	69	19	1
13. Improving access through alternate delivery systems, e.g., T.V., intense training, etc.	21	39	40	3	60	35	2
14. Improvement of articulation with 4-year institutions	20	47	33	10	70	18	2
FINANCIAL ISSUES							
15. Limitations on state resources	64	32	4	44	55	0	1
16. Limitations on local resources	51	39	10	3	60	37	0

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TABLE 4 (Continued)

FINANCIAL ISSUES (Continued)	URGENT--Needs to be Addressed Immediately	ESSENTIAL--Needs to be Add. as soon as Possible	DESIRABLE--Needs to be Add. When Resources are Avail.	ICCB	ICCB & Local College	Local College	Other
	PERCENT OF THOSE RESPONDING						
17. Adequacy of state capital funding: to complete basic core facilities	41	41	18	42	56	1	1
18. To remodel and renovate maturing campuses	24	36	40	24	66	9	1
19. Adequacy of state support for traditional and non-traditional programs	39	50	11	35	62	2	1
20. Determination of proper tuition levels	22	37	41	4	41	54	1
STUDENT ISSUES							
21. Stable or declining enrollments impetus for: recruitment, competition & retention	42	45	13	3	53	44	0
22. Expanding the "market", e.g., to the adult learner, elderly, etc.	46	43	11	2	52	46	0
23. Adequacy of student services for part-time and full-time students as it relates to counseling and advising (financial, educational, and career)	31	46	23	3	33	64	0
24. Grievance procedures	5	34	61	2	18	80	0
25. Job placement services	17	44	39	2	21	77	0
ENERGY ISSUES							
26. The effect of fuel costs and fuel shortages on the commuter student	46	34	20	5	64	29	2
27. College operations	41	36	23	5	49	45	1
28. Expansion of public service and instructional offerings relating to energy conservation and alternative sources	30	41	29	5	51	43	1
PUBLIC RELATIONS ISSUES							
29. Improving the image of the community college	41	38	21	6	72	22	0
30. Communicating properly with governmental officials and the public	49	37	14	15	73	12	0
31. Effectively serving and cooperting with local and state agencies, businesses and others to develop programs and train people	37	50	13	5	67	27	1

As indicated, no issue was determined to be the sole responsibility of the ICCB. Twenty-one of the 31 (2/3) were identifed as being the responsibility of both the ICCB and the local colleges, which indicated the willingness of the local colleges to work cooperatively with the ICCB in its planning and coordinating efforts.

There were several issues that were identified as being the responsibility of the local colleges. They were primarily those relating to student services and faculty development, but also included the issues of tuition and program quality.

Table 5 displays the results of the survey in a matrix format. Two out of the six issues relating to finance were prioritized as URGENT--needs to be addressed immediately. One program issue, that relating to remedial/developmental programs, was prioritized URGENT as were two of the three energy issues and two of the public relations issues. The only student issue that was prioritized as URGENT was the one pertaining to expanding the market to include the adult part-time learner.

Ten issues were prioritized as ESSENTIAL--needs to be addressed as soon as possible--and were designated as being the responsibility of the ICCB and the local colleges, and three were prioritized as DESIRABLE and the responsibility of the ICCB and local colleges. Twenty-one of the 31 issues were identified as issues the ICCB should take some responsibility in addressing. These results are to be used as one of the tools in determining goals and objectives for the ICCB during the 1980's. It is apparent that there is much work to be done in the decade ahead.

While Table 6 lists the issues from most urgent to least urgent, be mindful of the fact that all of the issues that appeared on this survey were identified in the previous survey by the same groups as the most crucial issues facing community colleges. Thus they are all important problems that will need study and consideration in the decade of the 80's

Space was provided for comments and suggested activities on this survey, and a brief summary of those comments follows.

Generally, the comments regarding limitations on state and local resources spoke to the need for accurate research data that supports the needs and demonstrates the accountability of the community college system. There was concern expressed about the effects of inflation and the resulting net effect of reduced resources even though total dollar appropriations may rise.

Needs assessment surveys were recommended by several respondents as activities that addressed the issue of expanding the market. Other research activities that analyze demographics, staffing needs, and successful marketing techniques were also suggested. There were only a few comments made on energy issues. A four-day week was suggested as one means of addressing the energy problem as were statewide studies and conferences on energy. However, there is fear that a four-day week will seriously effect access.

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TABLE 5

PLANNING PROJECT SURVEY RESULTS IN MATRIX FORMAT
BY DEGREE OF URGENCY

	ICCB	ICCB/LOCAL	LOCAL	
		15. Limitations on State Resources 16. Limitations on Local Resources 22. (Student Expanding the "Market", e.g. to the Adult Learn., Elderly, Etc. 2. (Prog.) Establish. Role of Com. Coll. in Remed. and Development. Prog. 26. The Effect of Fuel Costs & Fuel Shortages on Commuter Student 27. The Effect of Fuel Costs & Fuel Shortages on College Operations 29. Improving the Image of the Community Colleges 30. Communication with Government and Public		URGENT
		17. Adequacy of State Captal Funding to Complete Basic Core Facilities 19. State Support for Traditional & Non-Traditional Programs 21. Stable or Declining Enrollment Impetus for Recruit., Competition & Retention 7. Keep Pace with Rapidly Expanding Knowldege and Technical Advancements 8. Flexibility in Implementing New Courses and Programs 9. Program Review and Evaluation at State Level 10. Main. Comp. Program Offerings that Include Transfer/Lib. Arts Programs 14. Improve Articulation w/4-yr. Institutions 28. Expand Public Services & Instruction Offerings Relating to Energy Conservation & Alternative Sources 31. Effective Serving & Cooperating with Local and State Agencies, Businesses, and Others to Develop Programs & Train People	23. Adequacy of Student Services for P-Time F-Time Student Bargaining Counseling and Advising 25. Adequacy of Student Services for Job Placement 1. Faculty & Staff Development to Maintain Vitality 6. (Program) Assessing and Meeting Student and Community Needs 11. Improving Program Quality	ESSENTIAL
		18. Remodel and Renovate Maturing Campuses 13. Improve Access Through Alternate Delivery Systems, e.g., T.V., Intense Training, Etc. (Programs) 3. Faculty Organization on State and/or Federal Laws, e.g., Tenure, College Bargaining	20. Determination of Proper Tuition Level 24. Adequacy of Student Services for All Grievance Procedures 2. Faculty Organization (Union)-Local Concern 4. (Faculty) P-Time vs. F-Time Hiring Considerations 5. (Faculty) Need to Retrain and/or Reduce Staff - Due to Changing Enrollment	DESIRABLE

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TABLE 6

LISTING OF ISSUES IDENTIFIED FROM MOST URGENT TO LEAST URGENT

In order of urgency, the list below indentifies the issues from the most urgent to those indicated as least urgent.

1. Limitations on state resources (ICCB/Local College)
2. Limitations on local resources (ICCB/Local College)
3. Communicating properly with governmental officials and the public (ICCB/Local College)
4.5 Stable or declining enrollments impetus for Expanding the market, e.g., to the adult learner, elderly, etc. (ICCB/Local College)
4.5 The effect of fuel costs and fuel shortages on the commuter student (ICCB/Local College)
6.5 Stable or declining enrollments impetus for recruitment, competition, and retention (ICCB/Local College)
6.5 Establishing the role of community colleges in remedial and developmental programs (ICCB/Local College)
9. The effect of fuel costs and fuel shortages on college operations (ICCB/Local College)
9. Improving the image of the community college (ICCB/Local College)
9. Adequacy of state capital funding to complete basic core facilities (ICCB/Local College)
11.5 Adequacy of state support for traditional and non-traditional programs (ICCB/Local College)
11.5 Assessing and meeting student and community needs (Local College)
13. Flexibility in implementing new courses and programs (ICCB/Local College)
14. Effectively serving and cooperating with local and state agencies, businesses, and others to develop programs and train people (ICCB/Local College)
15. Keeping pace with rapidly expanding knowledege and technological advances (ICCB/Local College)
16.5 Adequacy of student services for part-time and full-time students as it relates to counseling and advising (financial, educational, and career) (Local College)
16.5 Improving program quality (Local College)
18. Expansion of public service and instructional offerings relating to energy conservation and alternative sources (ICCB/Local College)
19. Maintaining comprehensive program offerings that include transfer/liberal arts programs (ICCB/Local College)
20. Faculty organization (unionization), state and/or federal laws, e.g., tenure, collective bargaining (ICCB/Local College)
21.5 Faculty and staff development to maintain vitality (Local College)
21.5 Adequacy of state capital funding to remodel and renovate maturing campuses (ICCB/Local College)
23. Need to retain and/or reduce staff necessitated by changing enrollments (Local College)
24. Determination of proper tuition levels (Local College)
25. Improving access through alternate delivery systems, e.g., T.V., intensive training, etc. (ICCB/Local College)
26. Improvement of articulation with 4-year institutions (ICCB/Local College)
27. Adequacy of student services for part-time and full-time students as it relates to job placement services (Local College)
28. Part-time vs. full-time hiring considerations (Local College)
29. Program review and evaluation at state level (ICCB/Local College)
30. Faculty organization (unionization), local concerns (Local College)
31. Adequacy of student services for part-time and full-time students as it relates to grievance procedures (Local College)

While faculty and staff issues were thought to be local issues, there were several recommendations that the ICCB disseminate information and conduct workshops. Respondents also indicate a need for information on new legislation and its implications.

The most often recorded comment in the program area was to "streamline" or "simplify" the course approval process. Research to assist in assessing and meeting student and community needs was also suggested. There were many comments on the issue concerning establishing the role of the community colleges in remedial and developmental programs, most of which indicate a need for higher funding. Program review received a gamut of comments from: "You're doing plenty now!" to "Develop a program review process!"

"A media blitz" and "cooperating & communications" to improve the image of the ICCB and the local colleges were suggestions to address the public relations issues.

Issues which respondents felt were left out were: "The inclusion of all state territory in community college districts"; "There is no policy on recruitment in other community colleges' territories"; and "An increase in vocational and technical programs."

A comment that reflected the general tone of comments on policies, procedures, or activites not in concern with planning efforts was, "The current recognition procedures (1 1/2 to 2 days) does not allow interaction between college officials, trustees, and ICCB personnel." Rather, the short time allows only for "auditing" or "checking"--the regulatory functions of the Office.

There were comments in almost all major categories of issues about the need for adequate funding or more funding, which seemed to intone a degree of frustration. That frustration was expressed by a faculty member who commented, "All of these are urgent problem areas, but I'm not sure what the ICCB can do about them other than to lobby vigorously!"

A complete list of comments is available at the ICCB Office.

SECTION II

A SUMMARY OF THE LITERATURE RELATED TO COMMUNITY COLLEGE PLANNING

In addition to the needs assessment study, an extensive survey was made of the relevant literature. The issues and concerns raised in the literature support the concerns expressed in the survey by Illinois community college personnel.

Declining Number of Traditional College-Age Students

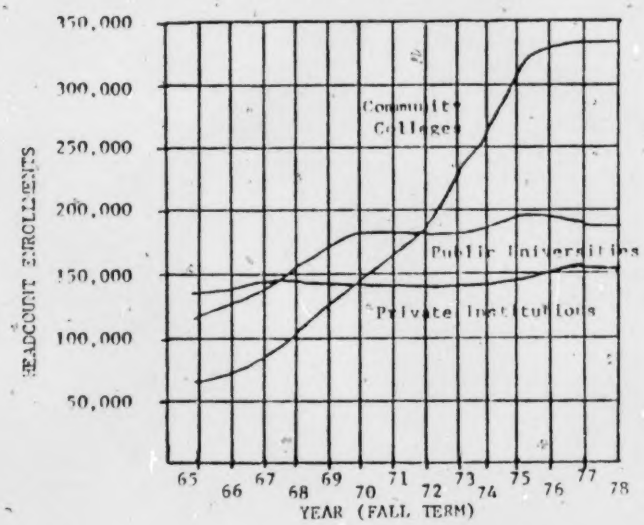
Growth has been the driving force for the American way of life for almost two centuries. The westward movement opened land that spurred agricultural and mining growth in the 19th century. The influx of immigrants which swelled our population supplied the unskilled labor force for the primitive technology provided by the Industrial Revolution thus increasing productivity and making growth profitable. Expansion and growth was the clear fate of America.

Higher education adopted the growth mentality of our economy and society. In 200 years eight colonial colleges have become 3,000 colleges and universities. From 1880 to 1960 college enrollments doubled every 16 years. In the ten years from 1960 to 1970 enrollments doubled again. College enrollments have grown 4.5% annually for almost 100 years, while the 18-24 year old population has grown 1% annually (Dresch).

In the past two decades the community colleges have increased in number and grown more rapidly than the other sectors of higher education--250 new community colleges opened between 1968 and 1978. Enrollment totals mushroomed dramatically. Those registered for credit increased from 1.82 million in 1968 to 4.2 million in 1978 (Cohen and Lombardi).

In Illinois, private universities experienced a 15% growth in enrollments, public universities 60%, and community colleges 515% from 1965 to 1977. In the two years since 1977, this growth has slowed to a near standstill (IBHE). Figure 1 below shows the enrollment growth trends from 1965 to 1978.

FIGURE 1
ILLINOIS HEADCOUNT ENROLLMENT
BY SECTOR-1965 TO 1978



There is no doubt that growth has been the norm for higher education for the last 200 years; and, to be sure, there are several distinct values of growth as defined by Weathersby.

1. Organizational Survival - While demand is increasing, survival is eased. As long as an institution increases its enrollments, it will prosper, even if it loses its market share.

2. Economies of Scale - As colleges and universities have grown they have generated a certain amount of surplus or spare resources by keeping costs at the margin while increasing receipts at the average. These "slack" resources have been used to finance innovation and initiate new ventures, without lessening existing activities.

3. Expanding Constituencies - The increase in external constituencies such as alumni, parents, legislators, and corporations is a source of financial support for almost all colleges. These constituencies can sustain institutions during monetary drought periods.

4. Internal Differentiation - As the organization increases in size, the opportunity for disciplinary specialization is increased.

Factors which contributed to the unprecedented growth of higher education from 1945 until 1969 were:

1. The number of 18-24 year olds associated with the baby boom.

2. The increase in the proportion of 16-18 year olds completing high school, which reached 80% by 1969.

3. The increase in the proportion of high school graduates attending post-secondary institutions.

4. The increased demand for graduates in engineering, science, and the professions partly in response to national projects such as the space program.

5. The increased number of students required more trained faculty to serve and meet their needs, further expanding college enrollments.

We are now at the point where those trends which contributed to the exponential growth of higher education are now reversing or stabilizing. The number of children born peaked in the early 1960's. Figure 2 shows the United States birth rates since 1930. This birth rate decline translates into enrollment declines for education. Elementary schools in all 50 states have faced declining enrollments since the early 1970's. Nationally, enrollments in kindergarten dropped from 36.8 million in 1969 to 33.6 million in 1976, a 8.7% decline. They are projected to fall to 31.2 million by 1983 an additional 7.1% decline (Breneman and Nelson). This enrollment decline will spread to the high schools and colleges in the early 1980's. In fact, high school enrollments began to decline in the late 1970's nationally and are expected to drop from 15.7 million in 1976 to 13.2 million in 1986, a 16% decrease.

College and university enrollments are more difficult to predict since attendance is not mandatory and not limited to those 18 to 24 years old, yet this age group currently accounts for 82% of the total full-time enrollments in higher education. Therefore, the predicted sharp decline in this primary pool of applicants will have consequences throughout the entire system of higher education for many years to come. Figure 3 snows the sharp decline in the 18 year old population expected during the 80's.

FIGURE 2

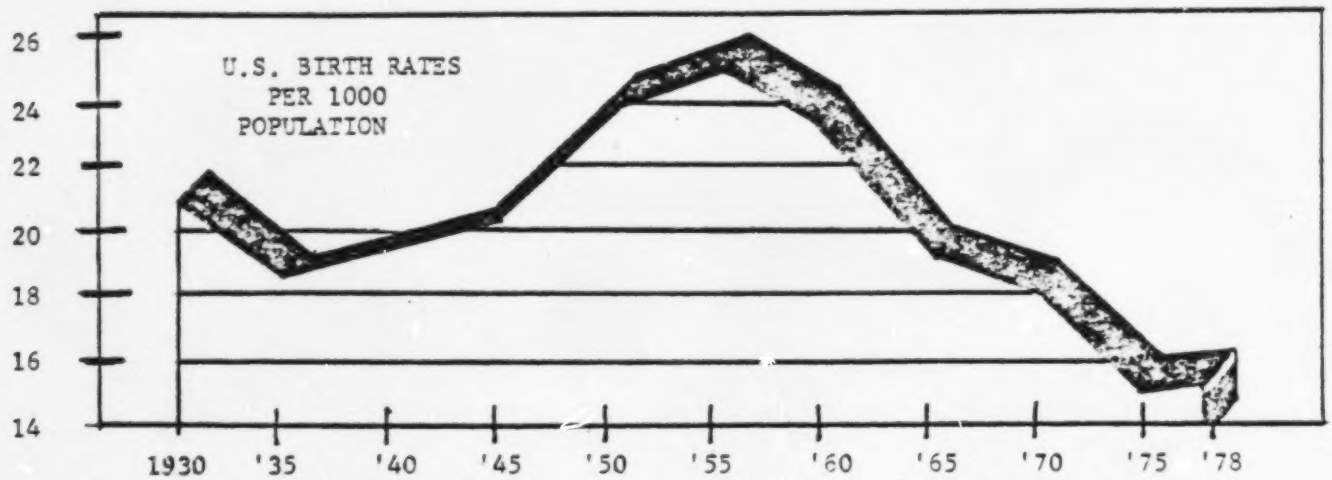
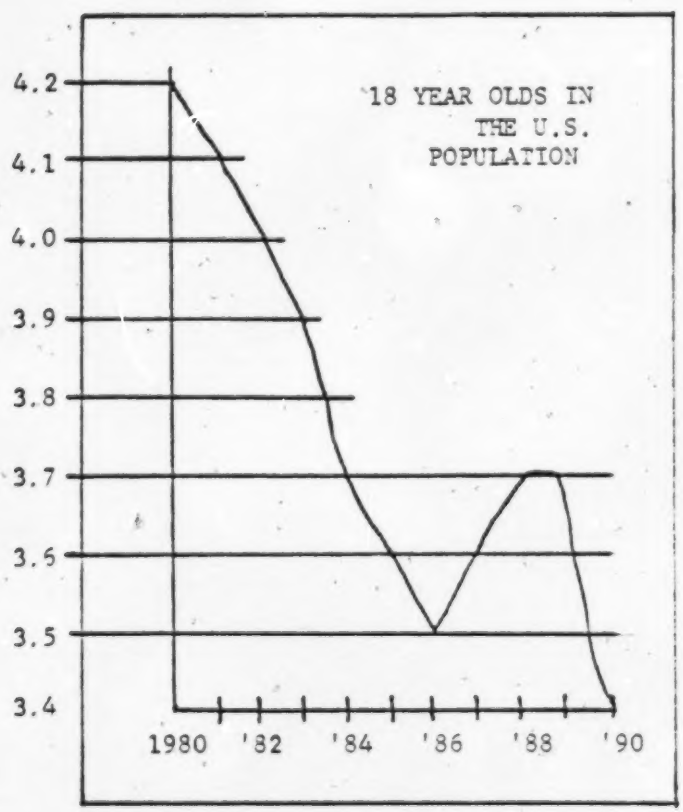


FIGURE 3

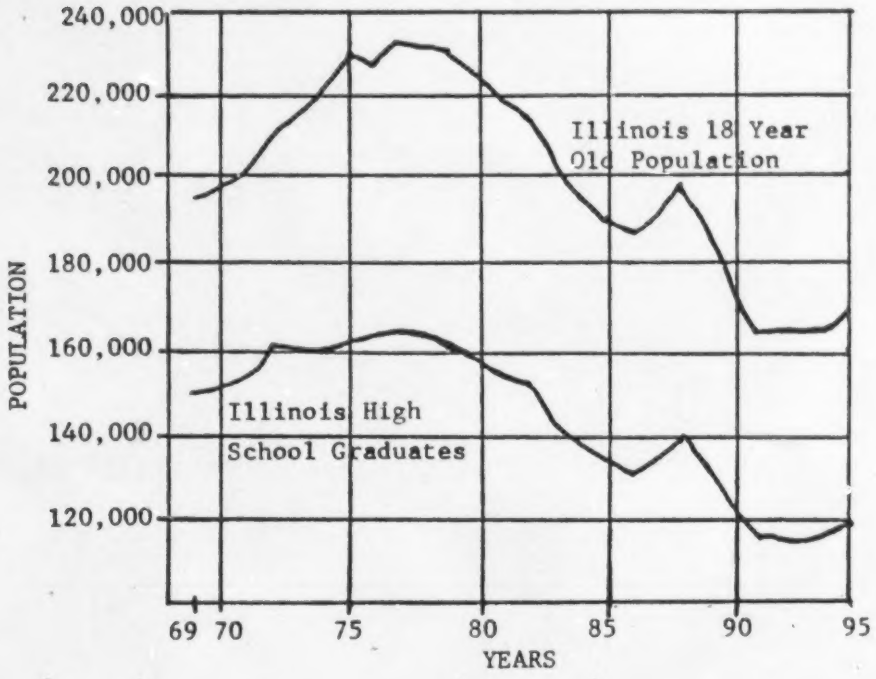


Harold Hodgkinson, Executive Director of the Professional Institute of the American Management Association in Washington D.C., projects that during the 1980's and early 1990's the number of 18 year olds in the southern half of Illinois will decline by approximately 20% while those in the Gold Coast around Chicago will increase by about 25%. Compare this to the prediction by Western Interstate Commission for Higher Education (WICHE)--they project the overall decline in high school graduates in Illinois from 1980 to 1995 will be 31%. If there is a decline of 31% in Illinois and there are northern sectors which will increase in the 18 year old population, it can be concluded that there will be other sections of Illinois where the 18-24 year old population will decline by more that 31%. The map below shows the projected changing numbers in high school graduating classes.

Projections Show Decline in all But Ten State Between 1979 and 1995

Carol Francis of the American Council on Education (ACE) suggests that college enrollments could rise by increasing the rate of high school graduations to 80% from the current 75%. However, the proportion of those completing high shcool has dropped since 1969 from 80% to 75%, and there is little reason to believe that high school completion rates will increase significantly, particularly in the light of the change in public attitudes toward education. Figure 4 compares the projected number of Illinois 18 year olds to the number of Illinois high school graduates.

FIGURE 4
PROJECTION OF ILLINOIS 18 YEAR OLD POPULATION
AND NUMBER OF HIGH SCHOOL GRADUATES
1969 TO 1995



The public attitude toward education is apparent when the so-called tax revolt of the 1970's is considered. This phenomenon is attributed to the dissatisfaction by the general public with the way higher education conducted business with its tax dollars. The explosive issue of declining test scores and "Johnny can't read" have further strained relations between education and the public. As a result, legislators are asking hard questions about cost-effectiveness, quality, productivity, and educational outcomes. They and the public are demanding accountability. George Gallup sums up the significance of changing attitudes: "Educators should no longer assume that citizens feel deeply committed to support public school education..." (Breneman and Nelson).

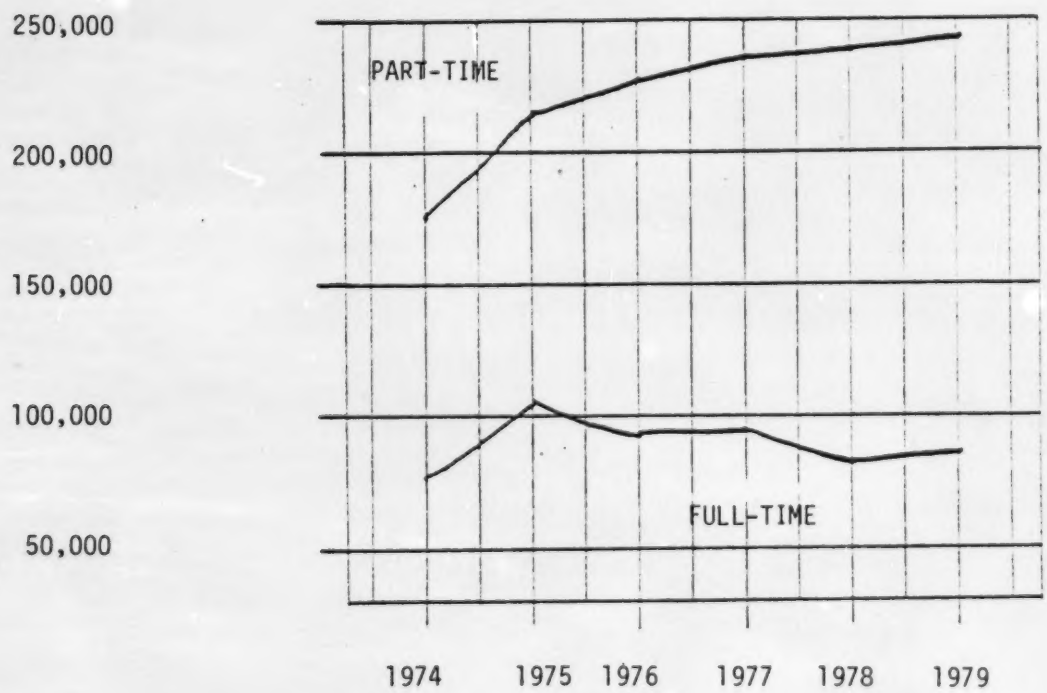
In a recent Gallup pole, many citizens indicated that people who didn't have children in schools should not pay any tax to support schools but rather those with children in schools should pay a special tax. This serves to illustrate the financial as well as demographic issues that will besiege education in the years to come.

In addition to the predicted decline in the number of 18-24 year olds, the racial composition of this age group will change. The decline will occur in the white population; the non-white population will remain relatively constant in number but will increase from 14.2% to 19.3% of the total (Brenneman and Nelson) (National Health Statistics). Therefore, colleges and universities will become more involved in serving a higher proportion of the minority group population and adjusting their programs and services to meet the needs of these groups.

What are some of the implications of the decline in the traditional college-age student? First there is likely to be more competition for these students. As an example, there is a fable about a midwestern college that dropped leaflets from an airplane promising $500 scholarships to any prospective student who found one (Chicago Tribune). While this may be a fable, it serves to illustrate the stepped-up recruitment tactics that may be employed by higher education institutions. In a survey conducted by the Association of Collegiate Registrants and Admission Officers, 89% of 1,300 institutions of higher education surveyed indicated that selectivity is no longer an important factor in admission procedures. The swing from a seller's to a buyer's market is indicated. While this shift might provide higher education the opportunity to focus on quality and be attentive to student needs and desires, it may lead to serious questions about the quality of education in light of lowered admission or graduation standards, "truth in advertising," consumer protection, and government regulation.

Another implication of the decline in the number of 18 to 24 year olds will be the expanding interest of colleges and universities in the non-traditional student, particularly the adult part-time student. Community colleges have been the vanguard in developing this market. Their start as junior colleges primarily oriented toward baccalaureate transfer and broad vocational programs has evolved to their current status as comprehensive community colleges enrolling more part-time than full-time students with the average age approaching 30. A large portion of these students are enrolled in occupational programs or community service programs. Figure 5 shows the part-time/full-time community college headcount for 1974 through 1979.

FIGURE 5
Total Illinois Community College Headcount
Enrollment By Attendance Status, 1974-1979



Four-year institutions which have not traditionally served these people are now looking for new markets and are making significant inroads in the newly developed turf of the community college.

There will be new and continuing pressures on community colleges from four-year institutions. Roger Yarrington writes about the efforts of the American Academy of Colleges and Schools of Business to hold two-year colleges to only a few accounting and business courses. He also describes how programs in health, law enforcement, and other service areas, which were once thought of as being two-year programs, are being developed into four-year programs by colleges and universities. The baccalaureate degree granting institutions have adopted resolutions and have initiated legislation in several states to require the bachelor's degree for entry into the field of nursing. Thus far the proposals have not been successful.

Not only will other higher education institutions compete for youth, but industry's demand for entry level workers will continue, assuming the continued expansion of our economy, further drawing on the declining number of 18-24 year olds

A third area, in addition to education and industry, that draws on the pool of 18-24 year olds is the military. Some experts feel that the military will experience more difficulty in maintaining an all volunteer armed services in the 80's. If defense and foreign policy concerns indicate a need to maintain the current size of the armed services, it may be necessary to reinstate the draft, which would create even more competition for the shrinking number of youths.

The aggregate effect of reduced enrollments, reduced funds, and inflation suggests a contraction of higher education as an industry. As previously stated, the community colleges have expanded more rapidly than any other sector of higher education in the last 20 years. The National Center for Education Statistics projects enrollments will grow 54% from 1976 to 1986. This growth is predicted to occur primarily in the area of part-time, adult students. These predictions are based on the growth of this group in the past; and although they may prove true, there is a less optimistic view.

Kenneth P. Mortimer, Director of Pennsylvania State University, Center for the Study of Higher Education warns that while the adult, part-time learner may pick up some of the slack, particularly in urban areas, they are not likely to "save" post-secondary education. He points out that five part-time students are required to replace one full-time student. Secondly he indicates the unwillingness of adults to spend their leisure time in the classroom by citing the example of the General Motors Corporation tuition program. While this program pays up to $900 tuition to each employee, only one-tenth of 1% of the employees take advantage of the opportunity.

Stabilizing or Declining Financial Resources

Not only will competition intensify for students, but the 1980's will be a decade of extreme competition for funds. The competition will not only occur within the higher education community but it will extend to competition with other service areas.

What will be the funding priorities of state, local and federal governments? What share of public funds will go to education, mass transportation, welfare, social security, defense, and energy? The priority education receives will be determined by the posture taxpayers assume toward it. Herbert Sussman notes, "From the unobtainable expectation of the 1960's that education can and will resolve all societal problems, to the current attitude that education has a limited role in a larger societal context, the fiscal priority of higher education at local, state, and federal levels has been lowered."

In addition to the prospects of reduced resources, inflation will further erode the resource capacity of higher education. Even if budgets are held constant, in a time of inflation the result is a reduction of real purchasing power. Thus an institution may be given the same amount of money this year as it had last year, which in effect is an 18% reduction, assuming an 18% rate of inflation. This leaves the internal reallocation of funds as the only way to finance innovations, needed new programs, or additional new services.

How can the community colleges remain adaptive in a period of declining resources? Richard C. Richardson, Director of the Center for Higher and Adult Education at Arizona State University, states that "They must change by substitution rather than addition." If change is to be initiated in the absence of increased resources, he sees the administrators in the decade ahead being required to use a greater sophistication in planning and research. He points out that planning forces colleges to "anticipate rather than react to crisis," while the planning process "offers institutions an important alternative to management by crisis in dealing with the challenge of reduced resources."

Changing Mission of Community Colleges

There is increasing debate among legislators and state and local community college officials themselves about what services the colleges should provide and who should pay for them. The community college mission 20 years ago was to serve recent high school graduates who wanted one or two years of post-secondary education before going to a university or taking a job. Now the colleges serve a majority of part-time students who already have a job and, in many cases, a family life and are attending the local college to improve their skills or get a better job (Gleazer). In addition to the growth in occupational programs, there has been a steady enrollment growth of under-prepared students. What will be the role of the community college in developmental programs, and if it is a strong role, is there a danger that a commitment to developmental programs may compromise quality? If this happens, the community college may not only lose transfer-oriented students to the four-year institutions which recruit aggressively, but they may lose the transfer program itself.

Joseph P. Cosand, Professor of Higher Education, Center for the Study of Higher Education at the University of Michigan sees the transfer program as essential for the image and status of the community college. While he feels this program will decrease in size, he feels that the success of the transfer student is the best evidence for the quality of the community college's academic work. In addition, he believes that liberal arts is important for all students whether or not they plan to transfer.

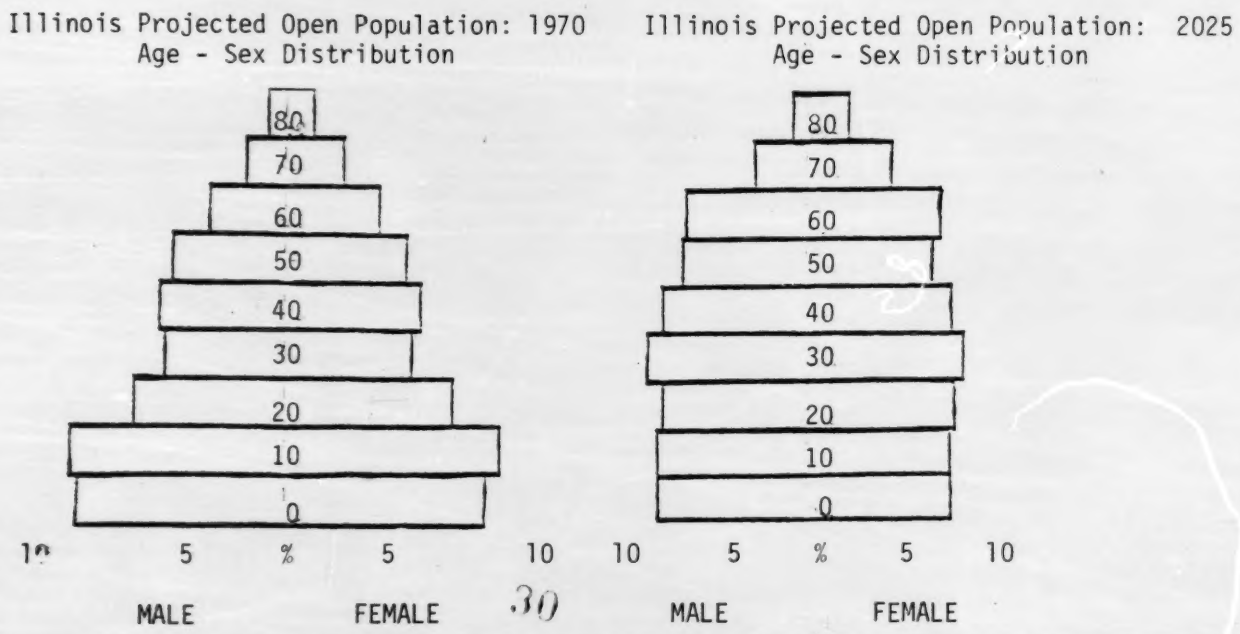
Many community college people, however, have said that providing the first two years of higher education is not the most important function of community colleges. The chancellor of the California Community Colleges made the following statement in 1978:

> "Our success can no longer be measured by our transfer record to the four-year institution. Other criteria are more indicative of our goals and missions; namely, what we can do to improve low-income, racial, and ethnic opportunity; our contribution to the labor force; what community colleges are doing to reduce unemployment, to provide needed skills, and to respond to the manpower needs of a rapidly changing industrial technology; our assistance and service to community human services and how we meet the requirements of the adult learner; how successful we are in promoting the concept of lifelong learning."

Arthur M. Cohen and John Lombardi suggest that the liberal or general education "that leads to individual freedom and social cohesion" which has traditionally been linked with the transfer program will have to be seperated and offered in different patterns. An interdisciplinary approach and the placement of "liberal education modules" in occupational programs are suggested as means to keep the transfer program for reasons other than "tradition or inertia in staffing and funding patterns."

Many people feel that the increased number of adult, part-time students will fill the gap created by a decline in the 18 year olds. However, as previously stated, there are others that do not see this happening. They see the saturation point being reached. To further complicate this issue there has been an unwillingness of local, state, and federal governments to finance adult, part-time education. In addition, need-based financial aid programs have made it possible for many students, who would have enrolled in a community college because they lacked funds, to attend a four-year college or university. Thus new need-based financial aid and diminishing differentiations in costs between two-year and four-year institutions, especially the marginal difference between commuting costs and the cost of residence halls, may tend to further erode community college enrollments. Figure 6 indicates the shift in age-sex distribution of Illinois population anticipated by the year 2025.

FIGURE 6



Proprietary schools with their reputation for "no-frills curricula and good job placement" may also be tough competitors for community colleges, especially since students attending such schools are now able to receive financial aid (Knoell).

Brenneman and Nelson feel the vocational/technical program is secure but that there is a risk that the community colleges may lose their comprehensive mission and end up as technical institutes. In comparing community colleges with the other sectors of higher education they say, "Community colleges seem to face the most volatile future, in which the very nature of the institutions may change; there is no reason to believe that they will emerge unscathed from the next decade."

Edmund J. Gleazer, Jr. in his new book "Values, Vision and Vitality" says, "Educators have paid attention to the details of their internal organization, while developments outside their walls are washing away the footings." Change he claims is the "basic, inexorable, unmistakable fact and force to deal with--unparalled and unprecedented change that perplexes the public, confounds the authorities, and demands response from education, one of its instigators." By and large instructional technology remains unchanged since the time of Socrates.

While community colleges have changed and continue to change questions arise as to the appropriate direction of those changes. Many sectors feel it is time to take a hard look at the community colleges and their missions. Gleazer, President of the American Association of Community and Junior Colleges, after examining the past, present, and future mission of the community college, suggests that the community college should help shape society, not merely respond to its needs.

Joseph P. Cosand sees "change" as the byword for community colleges. If the community college finds it difficult or impossible to retain the 18 to 24 year old age group as a result of four-year institutions modifying admission requirements and if state and private universities and colleges initiate technical curricula on a certificate basis in order to replenish their enrollments, it will be necessary to have a major shift in curricular emphasis in our community colleges. Assuming that the student mix will be different in the 80's, it follows that the mix of educational programs will need to be different.

There are many who do not forecast doom and gloom, but rather see millions of older adults seeking traditional post-secondary education; expanding public support of higher education; large endowment growths; and faculty more satisfied with their salaries. A recent Chronicle of Higher Education article calls the campus optimists "the not-me-decade." Among the comments:

"Many faculty members may be squeezed out of their jobs by retrenchment, reduction in forces or financial exigency - but not me."

"Many trustees may be forced to close their colleges - but not me."

"Many administrators may find their programs folded or merged into other units - but not me."

Many community college officials believe their institutions are unique and 1979-1980 did not see the drop in enrollments that was predicted. However, George B. Weathersby, Commissioner for Higher Education, State of Indiana believes that "In the cold, clear light of dawning reality most concerned individuals will realize that higher education, as an industry, will experience declining aggregate demand throughout the 1980's." He also believes that "It is very likely that both the size of institutions and the real purchasing power of their budgets will contract for the next 10 to 20 years, if they continue business as usual."

The Need for Planning

Planning in higher education has been based on a growth-oriented approach. A "bigger-is-better" philosophy has prevailed as institutions grew in response to the swelling numbers of students. Community colleges were no exception to this philosophy. Most of their plans addressed "add on" - more facilities, staff, programs, and students. Economies of scale, which allow increases in size without increases in average unit cost, allowed expansion to occur with a high tolerance for miscalculations. If, as seems likely, fiscal conservatism and accountability are the realities of the 80's, contraction may be the way of life for higher education. "The process of reduction leaves little room for error and is accomplished only at above-average unit cost," states Herbert M. Sussman. It would seem that if colleges are to remain vital in a period of declining resources, they must change by substitution rather than addition.

Clark Kerr, Chairman, Carnegie Council on Policy Studies in Higher Education, Berkeley, California believes that higher education is too much an enrollment-driven system and for that reason is immersed in an atmosphere of gloom and doom. While he agrees that enrollments are likely to decrease and that the percentage of GNP spent on higher education is likely to contract, he does not believe that these developments mean disaster. He sees many opportunities ahead particularly for the community colleges.

He believes that the functions of the community colleges are the most subject to expansion and, after an investigation of functions and missions there is one function that can be added. The function he would like to see added is "youth service functions." Kerr quotes a recent Carnegie Council publication which estimated that of the youth in the United States "about one-third are ill-educated, ill-employed, and ill-equipped to make their way in American society." There is no instituion that has any responsibility for high school dropouts or graduates who do not go on to college. He proposes that the community colleges, many of which already have taken steps in the general direction of helping youth make the transition from school to work, now take bold action in this direction to act as the agency responsible for assisting youth "with a program of educational and occupational counseling, placement and follow-up services."

Edmund Gleazer echoes this concern and sees the community college as providing services and being the institution that "brings together the now separate streams of work and education and which would provide an organized way to relate those educational institutions that offer a variety of services and environments to the potential student so that information and counseling could be readily available."

Gleazer discusses another opportunity for the community college in his book "Values, Vision, and Vitality"--that is, "lifelong education." A description of lifelong education developed by an interdisciplinary study team headed by R.H. Dave for UNESCO follows.

> "Lifelong education is a process of accomplishing personal, social, and professional development throughout the lifespan of individuals in order to enhance the quality of life of both individuals and their collectives. It is a comprehensive and unifying idea which includes formal, non-formal, and informal learning for acquiring and enhancing enlightenments so as to attain the fullest possible development in different stages and domains of life. It is connected with both individual growth and social progress. This is why ideas such as 'learning to be' and 'a learning society' or 'an educative society' are associated with this concept."

Many forces at work in our society speak to the need for lifelong learning as well as the desirability of it. However, current educational policy is generally limited to children and youth. If lifelong learning is the "new era" of education, provisions will have to be made to include the entitlement of adults to appropriate education.

Some community colleges have already met the needs of the adult learner who is interested in learning but wants informal services geared to their work and family schedules, that are practical, readily available, and non-traditional, but problems are present. There is a problem of classification; for example, what do the terms drop-out, attrition, and transfer mean when discussing part-time older students? They have a variety of specific personal goals and objectives, enroll on an intermittant basis, and sometimes forgo credits and grades because they have no need for a certificate. New policy statements, legislation and fresh approaches will be necessary if lifelong education is to become a reality. What part will the community college play in the learning society of the 80's?

Harold Hodgkinson in a recent ACCTion Review article points out that "If it weren't for the fact that we're about to run out of 18 year-olds..., there would be very little interest in lifelong learning or adult education." His comments on planning also suggest that those involved in higher education take a close look at who else is doing what they are doing. There are a variety of groups performing higher education functions: industry, the military, proprietary schools, museums, and professional associations. It is estimated that about 12 million people are studying in colleges and universities and 46 million adults are studying elsewhere.

"If we are going to plan successfully and intelligently we should know who else is doing what higher education is doing." All of the agencies listed below are systematically doing what colleges are doing.

Agricultural extension	12.0 million
Community organizations	7.4
Business and industry	5.8
Professional associations	5.5

Part-time college	5.3
City recreation	5.0
Churches, synagogues	3.3
College & universities extension	3.3
Government services	3.1
Public school adult programs	1.8
Federal manpower programs	1.7
Armed Forces	1.5
Graduate & professional	1.5
Trade unions	.6
Community education	.5
Free universities	.2
Total	58.5 million
In school	12.5
Nonschool setting	46.0

(Source: College Board, New Directions for a Learning Society, 1978)

He suggests that a collaboration or alliance with these educational forces could improve coordination among the state, local, federal, and elementary-secondary-collegiate, and public-industrial-military interfaces. If education organizations can work together he believes they can have much more influence in the debates about youth employment, vocational education, legislation and funding.

Kenneth Ashworth, Commissioner of the Texas Coordinating Board, describes the plight of state agencies in today's environment for education: "...an environment where declining birthrates have resulted in a substantial decrease in the rate of increase, and sometimes actual decreases, in community college enrollments; where society is in a period of transition from growth to stability or even contraction; where taxpayers are showing increased resistance to new or additional taxes at all levels. Higher education has lost a degree of public confidence and therefore finds itself in a poorer competitive position with other social agencies for limited fiscal resources. Our days of operating virtually unquestioned, and of being both autonomous and affluent, may well be a phenomeon of the past."

The Process of Planning

The way to deal with the problems confronting community colleges is to plan. Planning implies a detailed method formulated beforehand for doing something. Planning project implies the use of enterprise or imagination in formulating an ambitious or extensive plan. If we assume that the forces discussed previously have a permanence which leads to contraction, we have several options for responding. We might resist the implications of decline by continuing business as usual or we may resist decline by seeking new markets or additional support for existing personnel and programs. This resistance philosophy says that we don't have to do anything different because new clients will replace the ones we are losing.

Another option is to consider how we will manage decline. Table 7 shows some tactics suggested by Levine. Table 8 shows another approach to scaling down by McTighe.

Illinois Community College Board

TABLE 7

SOME CUTBACK MANAGEMENT TACTICS

Suggested by Charles H. Levine

	Tactics to Resist Decline	Tactics to Smooth Decline
External Political	1. Diversify programs, clients, and constituents 2. Improve legislative liaison 3. Educate the public about the agency's mission 4. Mobilize dependent clients 5. Become "captured" by a powerful interest 6. Threaten to cut vital or popular programs 7. Cut a visible and widespread service a little to demonstrate client dependence	1. Make peace with competing agencies 2. Cut low prestige programs 3. Cut programs to politically weak clients 4. Sell and lend expertise to other agencies 5. Share problems with other agencies
Economic/ Technical	1. Find a wider and richer revenue base (e.g., metropolitan reorganization) 2. Develop incentives to prevent disinvestment 3. Seek foundation support 4. Lure new public and private sector investment 5. Adopt user charges for services where possible	1. Improve targeting on problems 2. Plan with preservative objectives 3. Cut losses by distinguishing between capital investments and sunk costs 4. Yield concessions to taxpayers and employers to retain them
Internal Political	1. Issue symbolic responses like forming study commissions and task forces 2. "Circle the wagons," i.e., develop a seige mentality to retain esprit de corps 3. Strengthen expertise	1. Change leadership at each stage in the decline process 2. Reorganize at each stage 3. Cut programs run by weak subunits 4. Shift programs to another agency 5. Get temporary exemptions from personnel and budgetary regulations which limit discretion
Economic/ Technical	1. Increase hierarchical control 2. Improve productivity 3. Experiment with less costly service delivery systems 4. Automate 5. Stockpile and ration resources	1. Renegotiate long-term contracts to regain flexibility 2. Install rational choice techniques like zero-base budgeting and evaluation research 3. Mortgage the future by deferring maintenance and downsealing personnel quality 4. Ask employees to make voluntary sacrifices like taking early retirements and deferring raises 5. Improve forecasting capacity to anticipate further cuts 6. Reassign surplus facilities to other users 7. Sell surplus property, lease back when needed 8. Exploit the exploitable

Illinois Community College Board

TABLE 9

OUTLINE OF TACTICS FOR SCALING DOWN AN ORGANIZATION

Suggested by John J. McTighe

I. Examine Organization Mission

A. What are the organizational "musts" or mandates?
B. What are the present organizational non-mandated functions?
C. What are the activities the organization does well?
D. What are the acitivities the organization does poorly?
E. What have been the recent trends that are relevant to the organization's mission?
F. What are the time-honored functions of the organization that have not undergone close srutiny in recent years?

II. Examine Marginal Investments

A. What programs have high unit costs?
B. What programs serve a relatively small or isolated clientele?
C. What programs provide services that are available from other organizations, public or private?
D. What programs have consistently fallen below their goals and expectations?
E. What programs, if cut back, would have long-term pressures and greater future costs?

III. Install Rational Choice Mechanisms

A. What management tools have been developed to assist managers and policymakers in making rational choices among competing demands?
B. Does some form of PPBS exist?
C. What program evaluation techniques have been used?
D. Can zero base budgeting aide in decisions?

IV. Encourage Employee Participation

A. Have employees been asked to suggest candidates for reduction?
B. Do incentives exist to encourage employee participation?
C. Has management openly discussed resource problems with employee unions?
D. Have employee unions indicated a concern to work iwth management in achieving economies?
E. Have productivity programs with sufficient incentives been tried or explored?
F. Once made, are personnel decisions quickly carried out?

V. Retain Openness of the Organization

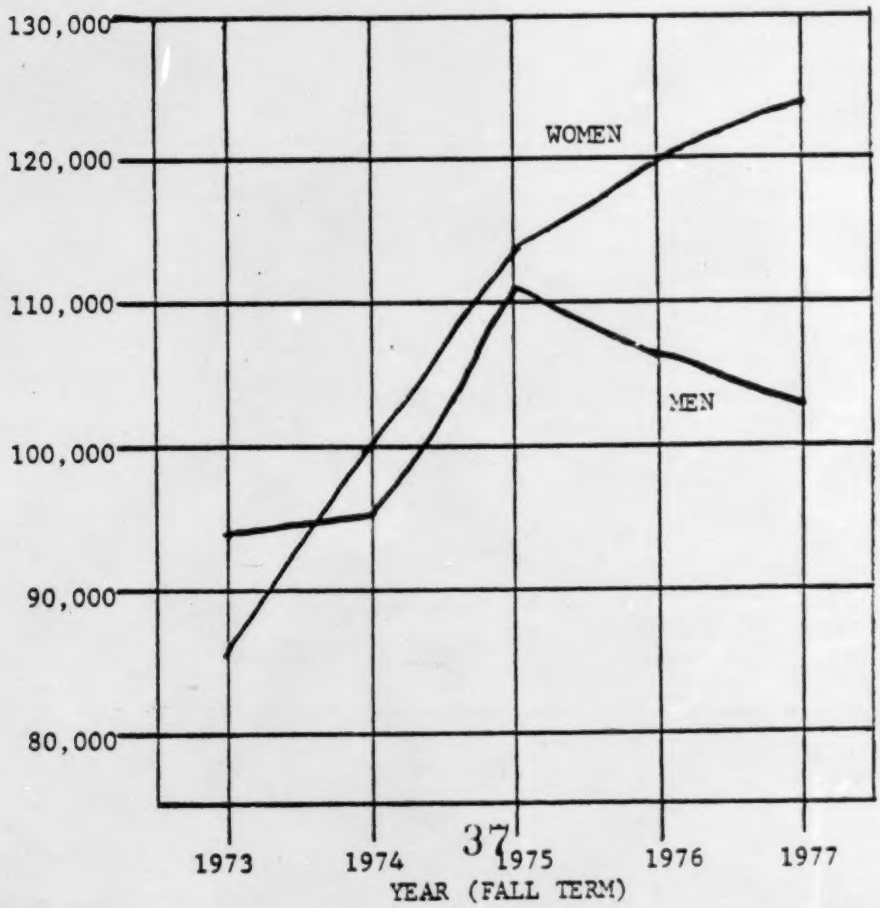
A. Has the manager communicated problems to clientele?
B. Has the manager solicited assistance to clientele?
C. Has the manager kept the political body informed?
D. Has the manager kept the employees informed?
E. Has the manager kept the public informed?

A third option would be to reconsider the community college's mission and role. The community colleges may have the best chance at using this strategy, since they have successfully changed their original role from that of a two-year baccalaureate transfer institution to one serving the needs of the community to which it is so close.

Richard L. Alfred, Director of Educational Planning, Research, and Development at New York City Community College discusses the concern about the philosophy and mission of the community college by posing the question, "Can the community college be all things to all people, or should it concentrate on doing well the things that it does best and avoid getting into areas not central to its mission?" The question has no easy answer, particularly in the face of reduced resources. "The final analysis centers on whether or not the community colleges can effectively use public resources in their programs, services, and activities to accomplish their primary mission and goals."

"Until 1973, most planners in education and business were able to plan the future by picking a trend and riding it," states Harold L. Hodgkinson. However, that is now more difficult to do. The number of planning variables has increased and many of the new variables are "soft planning factors," for example the changing role of women. Figure 7 shows the trend of community college enrollments by sex.

FIGURE 7
UNDERGRADUATE HEADCOUNT ENROLLMENT IN COMMUNITY COLLEGES
IN ILLINOIS BY SEX
1973 TO 1977



We may be able to predict the future with data from the past but we have no guarantee that the prediction will hold up in the future, in fact the past tells us nothing of the future unless the institution continues as it is. The changing nature of community college clientele is creating new demands. How quickly institutions respond to pressing demands for new services when additional funds are lacking will be an important issue for the 80's, particularly when difficult decisions will have to be made regarding the continued operation of marginal programs and services.

The National Center for Higher Education Management Systems (NCHEMS) is emphasizing "strategic planning"--a concept borrowed from the business world, that requires institutions to base decisions about programs and services on market trends and their own strengths and weaknesses. This type of planning makes the assumption that "money flows from your ability to sell your product rather than your ability to lobby the legislature." Strategic planning requires a thorough analysis of an institution and its operating environment. It is a comprehensive systematic tool that when implemented results in a "coherent statement of the institution's goals, objectives, functional policies, and unifying themes." The emphasis is not on what issues are addressed, but how they are addressed. In the buyer's market which is likely to prevail in the 80's, students will be in a position to demand quality; therefore, strong programs will be critical to a college's success.

Dorothy M. Knoell, Higher Education Specialist with the California State Education Commission, describes proactive planning as "the manipulation of enrollment projections so as to produce the desired student mix over a particular period of years." This type of planning requires the construction of a desired student profile, in terms of age, sex, race, and ethnic background; educational objective; social economic status; location and residence. Another theme of proactive planning is cooperation with other agencies offering postsecondary educational opportunities. She feels that "In planning from an 'action' standpoint rather than a 'reactive' posture, community colleges should try to attract new constituencies (for example, the blind and the deaf), increase attendance rates among certain constituencies (for example, women over 25 years of age), and increase retention rates for selected student groups (for example, by providing support services for the educationally disadvantaged)."

Planning has been based on more students, better equipment, more supplies, fewer teaching and working hours, and more services. Now the process will require the development of alternatives designed to meet a variety of possibilities. The public community colleges, dependent on a year by year appropriation of state and local funds, requires option planning to avoid chaos and crisis.

Planning in higher education occurs in a dynamic environment which exacerbates the problems of planning. It is difficult to make decisions whose consequences are difficult to predict. A decision favorable to one aspect of concern may adversely affect another aspect, e.g. a decision regarding tuition may effect institutional policies about financial aid which in turn may determine how many students decide to enroll. One decision budgets another; therefore, careful planning and analysis is required to evaluate simultaneously the implications of various actions that might be taken.

Research that yields accurate and timely data is critical to any planning process. Information is crucial for planning. Good data in response to critical issues can reduce the time spent developing decision alternatives and maximize the chances that the alternatives selected are the best.

Finally Gerald L. McManis reminds us that "A plan can't be cast in stone," planning is a dynamic process that must involve the collective efforts of all involved. The old "static approach to planning had as its goal--getting a plan, any plan." We must develop plans in this day and age that focus on achieving results, "the end product is not the document; we're planning to achieve results."

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Appendix A

Survey Instrument 1

Identification of Crucial Problems
Facing Community Colleges in the 1980's

Survey Instrument 1

Illinois Community College Board

IDENTIFICATION OF CRUCIAL PROBLEMS FACING COMMUNITY COLLEGES IN THE 1980's

The Illinois Community College Board has determined that it will devote a major portion of its energies to providing services to the community colleges in helping them address crucial problems which will be surfacing in the 1980's. The ICCB has adopted a set of planning objectives and timetable for accomplishing this new planning emphasis and has formed a Planning Advisory Committee to serve in an advisory capacity as it begins this major new emphasis. One of the objectives is to conduct an extensive needs identification/assessment of the community colleges to determine what the colleges feel are the crucial issues facing them in the 1980's.

In the spaces provided below, please state very simply and briefly what you feel would be the most crucial problems the community colleges will be facing in the 1980's. A composite of these listings will be prepared and will provide the basis for development of a comprehensive Needs Assessment Survey instrument which will be sent to community college leaders within the next month.

If you need additional space, please use back of this page.

ICCB PLANNING REPORT

APPENDIX B

SURVEY INSTRUMENT 2

Survey to Determine the Priority of Planning Issues
and the Role of the ICCB in Addressing Such Issues

ISSUES IDENTIFIED BY COMMUNITY COLLEGE PERSONNEL AND STUDENTS.	Indicate the Priority of Addressing the Issue by Checking one Box for Each Issue.			Who Should have the Primary Responsibility in Addressing the Issue Check one box.				FOR THOSE ISSUES WHICH YOU FEEL SHOULD BE ADDRESSED BY THE ICCB WHAT ICCB ACTIVITIES/SERVICES WOULD BE THE MOST BENEFICIAL TO LOCAL DISTRICTS?
	URGENT. Needs to be addressed immediately.	ESSENTIAL. Needs to be addressed as soon as possible.	DESIRABLE. Needs to be addressed when resources are available.	ICCB	ICCB & local college.	Local College	Other	
FINANCIAL ISSUES								
-Limitations on state resources								
-Limitations on local resources								
-Adequacy of state capital funding:								
-to complete basic core facilities								
-to remodel and renovate maturing campuses								
-Adequacy of state support for traditional and non-traditional programs								
- Determination of proper tuition levels								
STUDENT ISSUES								
-Stable or declining enrollments impetus for:								
-recruitment, competition & retention								
-expanding the "market," e.g., to the adult learner, elderly, etc.								
-Adequacy of student services for part-time and full-time students as it relates to:								
-counseling & advising (financial, educational & career)								

ISSUES IDENTIFIED BY COMMUNITY COLLEGE PERSONNEL AND STUDENTS.	Indicate the Priority of Addressing the Issue by Checking one Box for Each Issue.			Who Should have the Primary Responsibility in Addressing the Issue Check one box.				FOR THOSE ISSUES WHICH YOU FEEL SHOULD BE ADDRESSED BY THE ICCB WHAT ICCB ACTIVITIES/SERVICES WOULD BE THE MOST BENEFICIAL TO LOCAL DISTRICTS?
	URGENT. Needs to be addressed immediately.	ESSENTIAL. Needs to be addressed as soon as possible.	DESIRABLE. Needs to be addressed when resources are available.	ICCB	ICCB & local college.	Local College	Other	
-Adequacy of student services... (cont.)								
- grievance procedures								
- job placement services								
FACULTY AND STAFF ISSUES								
-Faculty and staff development to maintain vitality								
-Faculty organization (unionization)								
- local concerns								
- state and/or federal laws, e.g., tenure, collective bargaining								
-Part-time vs. full-time hiring considerations								
-Need to retrain and/or reduce staff - necessitated by changing enrollments								
PROGRAM ISSUES								
-Assessing and meeting student and community needs								

ISSUES IDENTIFIED BY COMMUNITY COLLEGE PERSONNEL AND STUDENTS.	Indicate the Priority of Addressing the Issue by Checking one Box for Each Issue.			Who Should have the Primary Responsibility in Addressing the Issue Check one box.				FOR THOSE ISSUES WHICH YOU FEEL SHOULD BE ADDRESSED BY THE ICCB WHAT ICCB ACTIVITIES/SERVICES WOULD BE THE MOST BENEFICIAL TO LOCAL DISTRICTS?
	URGENT. Needs to be addressed immediately.	ESSENTIAL. Needs to be addressed as soon as possible.	DESIRABLE. Needs to be addressed when resources are available.	ICCB	ICCB & local college.	Local College	Other	
PROGRAM ISSUES (cont)								
-Keeping pace with rapidly expanding knowledge and technological advancements								
-Flexibility in implementing new courses and programs								
-Program review and evaluation at state level								
-Maintaining comprehensive program offerings that include transfer/liberal arts programs								
-Improving program quality								
-Establishing the role of community colleges in remedial and developmental programs								
-Improving access through alternative delivery systems, e.g., TV, intense training, etc.								
-Improvement of articulation with 4-year institutions								

ISSUES IDENTIFIED BY COMMUNITY COLLEGE PERSONNEL AND STUDENTS.	Indicate the Priority of Addressing the Issue by Checking one Box for Each Issue.			Who Should have the Primary Responsibility in Addressing the Issue Check one box.				FOR THOSE ISSUES WHICH YOU FEEL SHOULD BE ADDRESSED BY THE ICCB, WHAT ICCB ACTIVITIES/SERVICES WOULD BE THE MOST BENEFICIAL TO LOCAL DISTRICTS?
	URGENT. Needs to be addressed immediately.	ESSENTIAL. Needs to be addressed as soon as possible.	DESIRABLE. Needs to be addressed when resources are available.	ICCB	ICCB & local college.	Local College	Other	
ENERGY ISSUES								
-The effect of fuel costs & fuel shortages on:								
- the commuter student								
- college operations								
-Expansion of public service and instructional offerings related to energy conservation & alterative sources								
PUBLIC RELATIONS ISSUES								
-Improving the image of the community college								
-Communicating properly with government officials and the public								
-Effectively serving and cooperating with local & state agencies, businesses and others to develop programs and train people								

In the space below, please list any issues we may not have included that you feel are crucial:

In the space below, please list any current ICCB policies, procedures, or activities which you feel are not in concert with the ICCB planning efforts for the 80's:

55

RETURN TO: PENNY WALLHAUS, ILLINOIS COMMUNITY COLLEGE BOARD, 3085 STEVENSON DRIVE, SPRINGFIELD, IL 62701
PRIOR TO May 15, 1980

ERIC Clearinghouse for Junior Colleges
96 Powell Library Building
University of California
Los Angeles, California 90024